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# Springfield UGB Planning: Stakeholder Committee Meeting #5 Preliminary Results: EOA and BLI

Presented by:

ECONorthwest

September 25, 2008

# Where are we in the Project Tasks?

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- Draft technical products:
  - EOA
  - CIBL
  - Economic Development Strategy
- Next steps
  - Review draft products with Steering Committee and decision-makers
  - Finalize draft products
  - Begin alternatives analysis

# Purpose of Tonights's Meeting

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- Get comments and input on draft products
  - Now, but we will take comments until Oct 3
- Discuss key assumptions that impact land need:
  - Constraint assumptions
  - Redevelopment assumptions

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# Commercial and Industrial Buildable Lands Inventory

# How did we determine what is both developable and buildable?

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- Establish a land base: All commercial and industrial land in Springfield's UGB
- Classify all land
  - Developed
  - Vacant or partially vacant
  - Redevelopable
- Determine constraints and remove constrained vacant land




# Status of Employment Land

- 3,407 acres in tax lots
  - 56% developed
  - 24% redevelopable
  - 20% vacant
- 25% Constrained
- 75% Unconstrained




Classification	Tax Lots	Acres in Tax Lots	Constrained Acres	Unconstrained Acres
Developed	1,251	1,931.4	390.0	1,541.4
Redevelopable	579	807.3	173.9	633.4
Vacant	274	668.8	273.7	395.1
<b>Total</b>	<b>2,104</b>	<b>3,407.5</b>	<b>837.6</b>	<b>2,569.9</b>

## Map 2-2 Commercial and Industrial Land by Classification City of Springfield Oregon

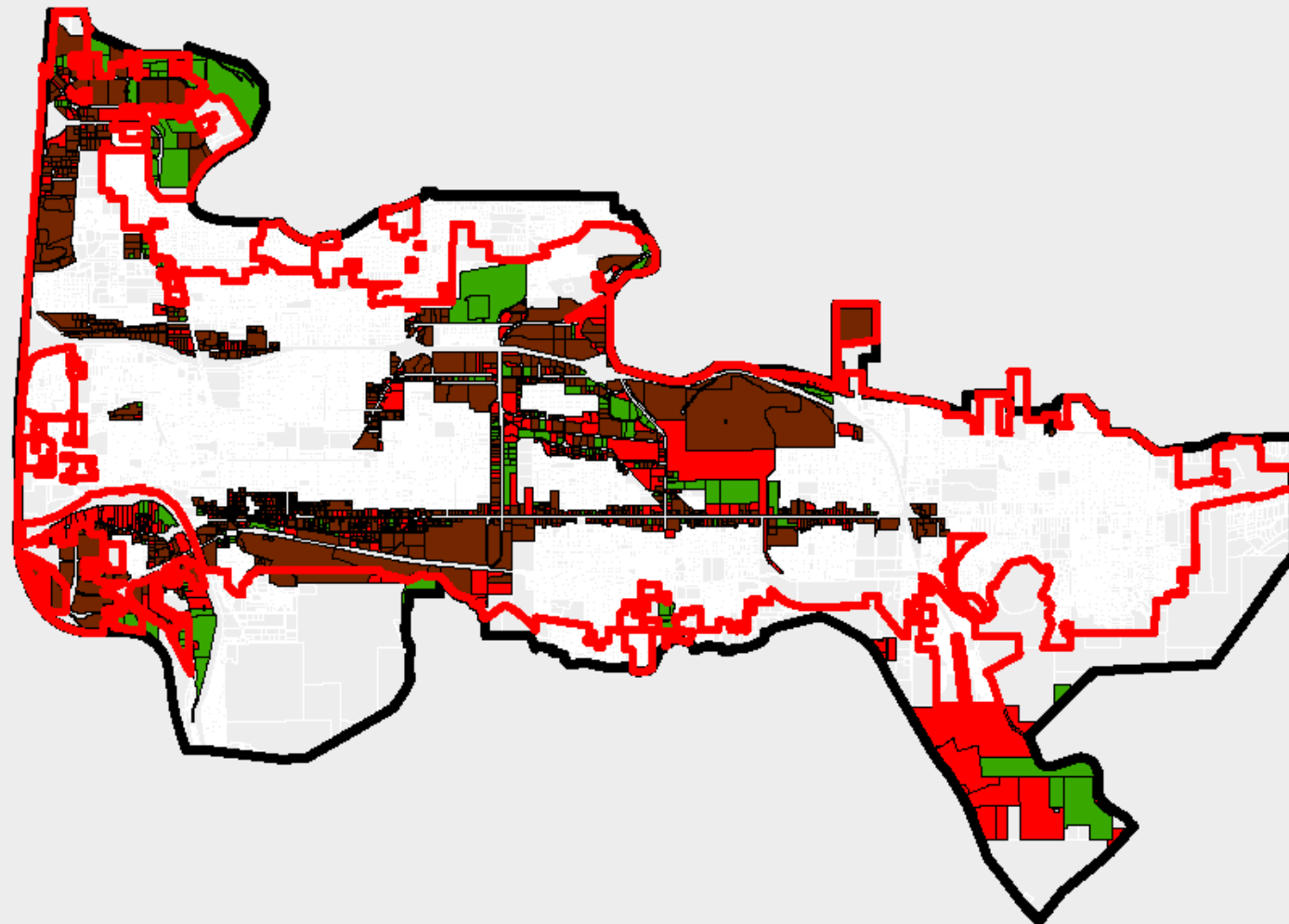
### Legend

-  City Limits
-  Urban Growth Boundary
-  Tax Lots

### Classification

-  Developed
-  Potentially Redevelopable
-  Vacant

Note: Map shows tax lots included in the Inventory. Some tax lots have split plan designations with portions that are not in the Inventory. The tabular summaries only include acres in the Inventory. Large sites in Jasper/Natron are an example.



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

# Vacant and Potentially Redevelopable Land

	Tax Lots	Acres in Tax Lots	Constrained Acres	Unconstrained Acres
<b>VACANT LAND</b>				
Industrial	136	510.0	252.3	257.7
Commercial	70	46.9	3.9	43.0
Mixed Use	57	111.9	17.5	94.4
<b>Subtotal</b>	<b>263</b>	<b>668.8</b>	<b>273.7</b>	<b>395.1</b>
<b>POTENTIALLY REDEVELOPABLE LAND</b>				
Industrial	208	568.6	140.1	428.5
Commercial	170	133.9	8.3	125.5
Mixed Use	171	104.8	25.4	79.4
<b>Subtotal</b>	<b>549</b>	<b>807.3</b>	<b>173.9</b>	<b>633.4</b>










# **Map 2-3 Vacant Commercial and Industrial Land and Development Constraints City of Springfield Oregon**

## **Legend**

-  City Limits
-  Urban Growth Boundary
-  Tax Lots

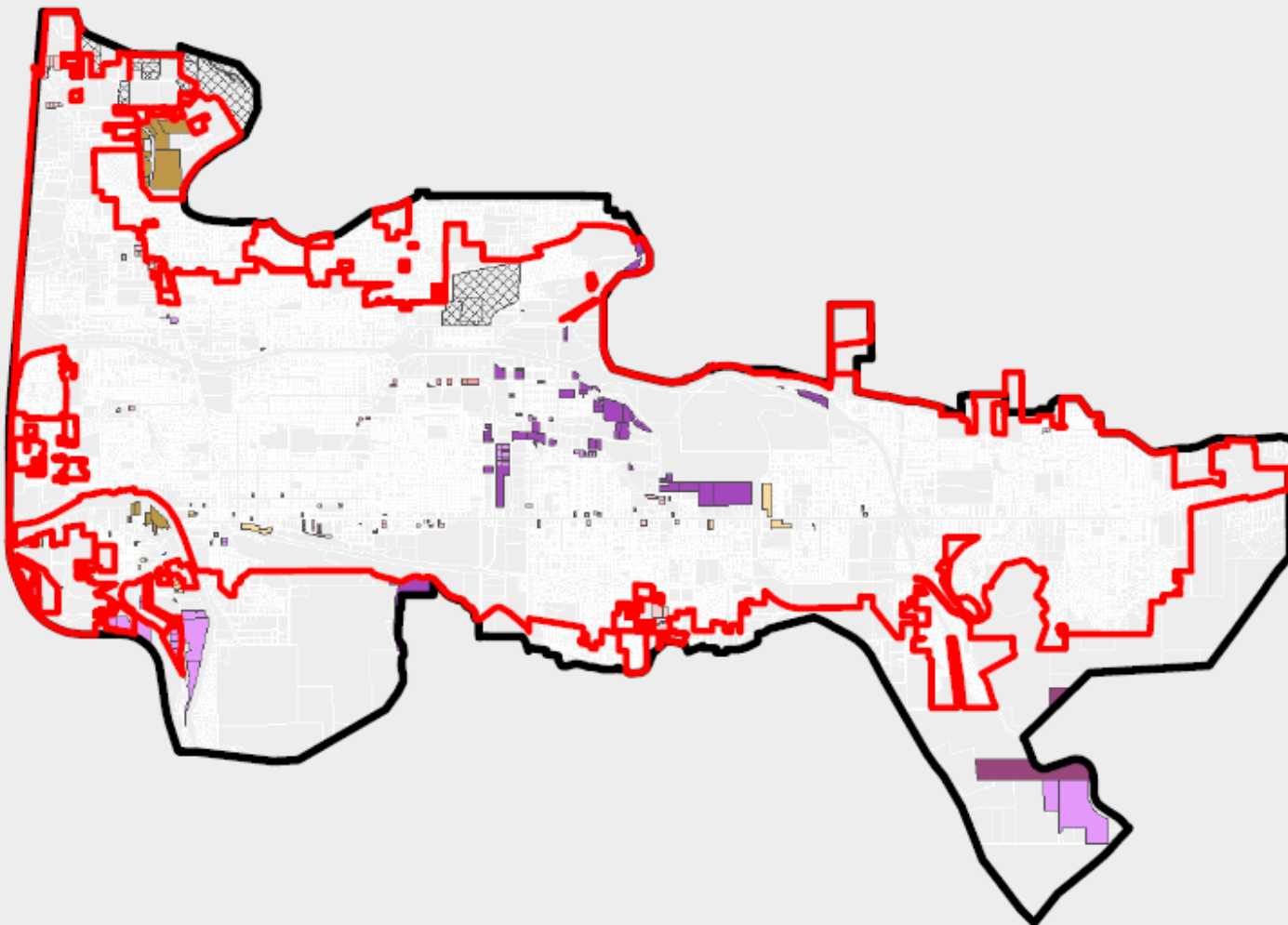
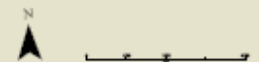
## **Plan Designation**

-  Campus Industrial
-  Commercial
-  Commercial Mixed Use
-  Heavy Industrial
-  LIGHT MED IND MIXED USE
-  Light Medium Industrial
-  Major Retail Center
-  Medium Density Res Mixed
-  Mixed Use
-  Special Heavy Industrial

## **Development Constraints**




-  Slopes over 15%
-  Wetlands
-  Riparian Resource Areas
-  Floodway
-  Willamette River Greenway
-  100-year Floodplain

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







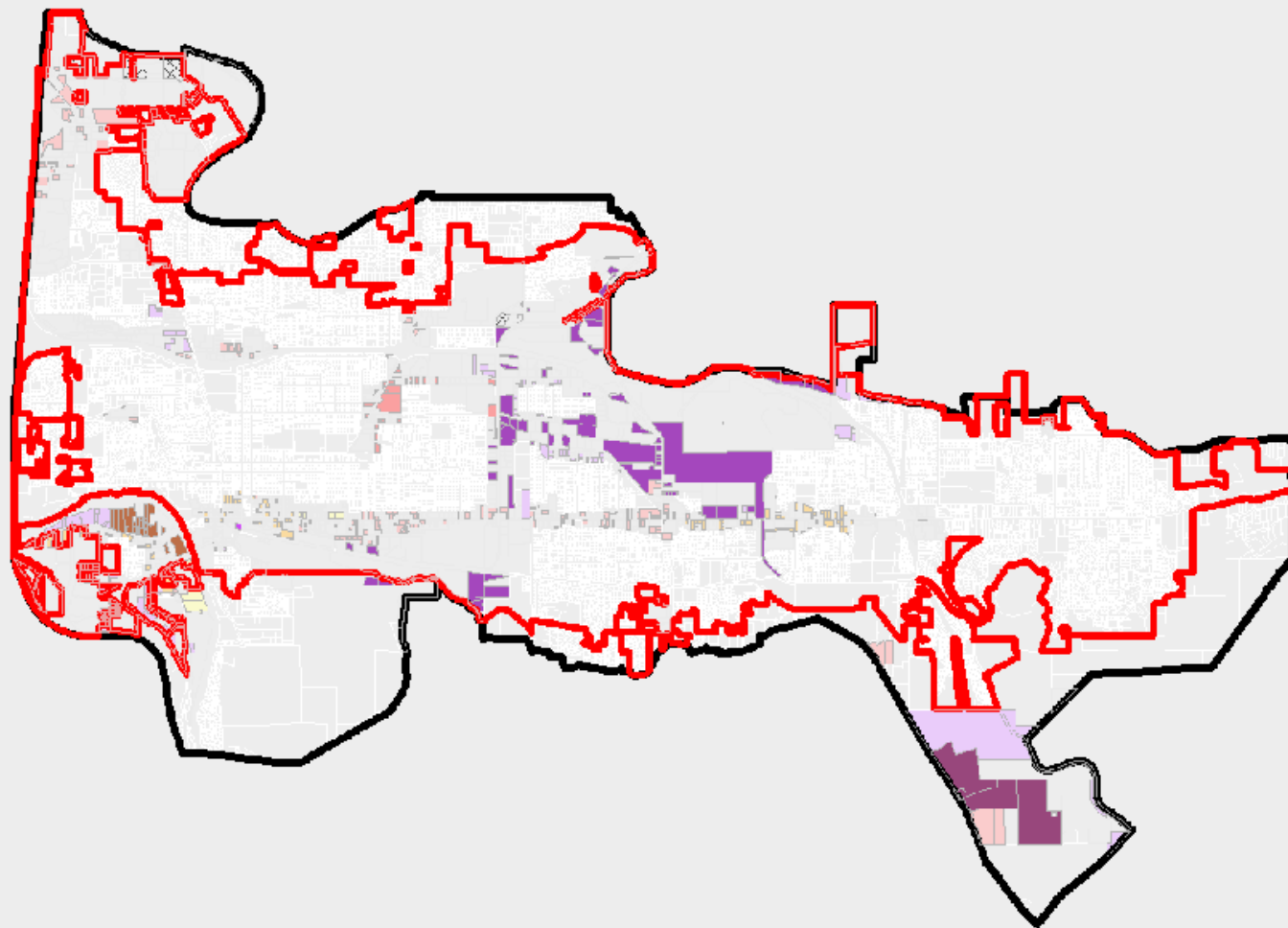
**Map 2-4  
Potentially Redevelopable  
Commercial and  
Industrial Land  
City of Springfield  
Oregon**

**Legend**

-  City Limits
-  Urban Growth Boundary
-  Tax Lots

**Plan Designation**

-  Campus Industrial
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-  Mixed Use



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0 1,200 2,400 4,800  
Feet




# Development Constraints

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- Absolute or partial?
- Constraints
  - Floodway
  - Floodplain
  - Wetlands
  - Riparian corridors
  - Slopes
  - Willamette River Greenway
  - BPA easements

# **Map 2-3** **Vacant Commercial and** **Industrial Land and** **Development Constraints** **City of Springfield** **Oregon**

## **Legend**

-  City Limits
-  Urban Growth Boundary
-  Tax Lots

## **Plan Designation**

-  Campus Industrial
-  Commercial
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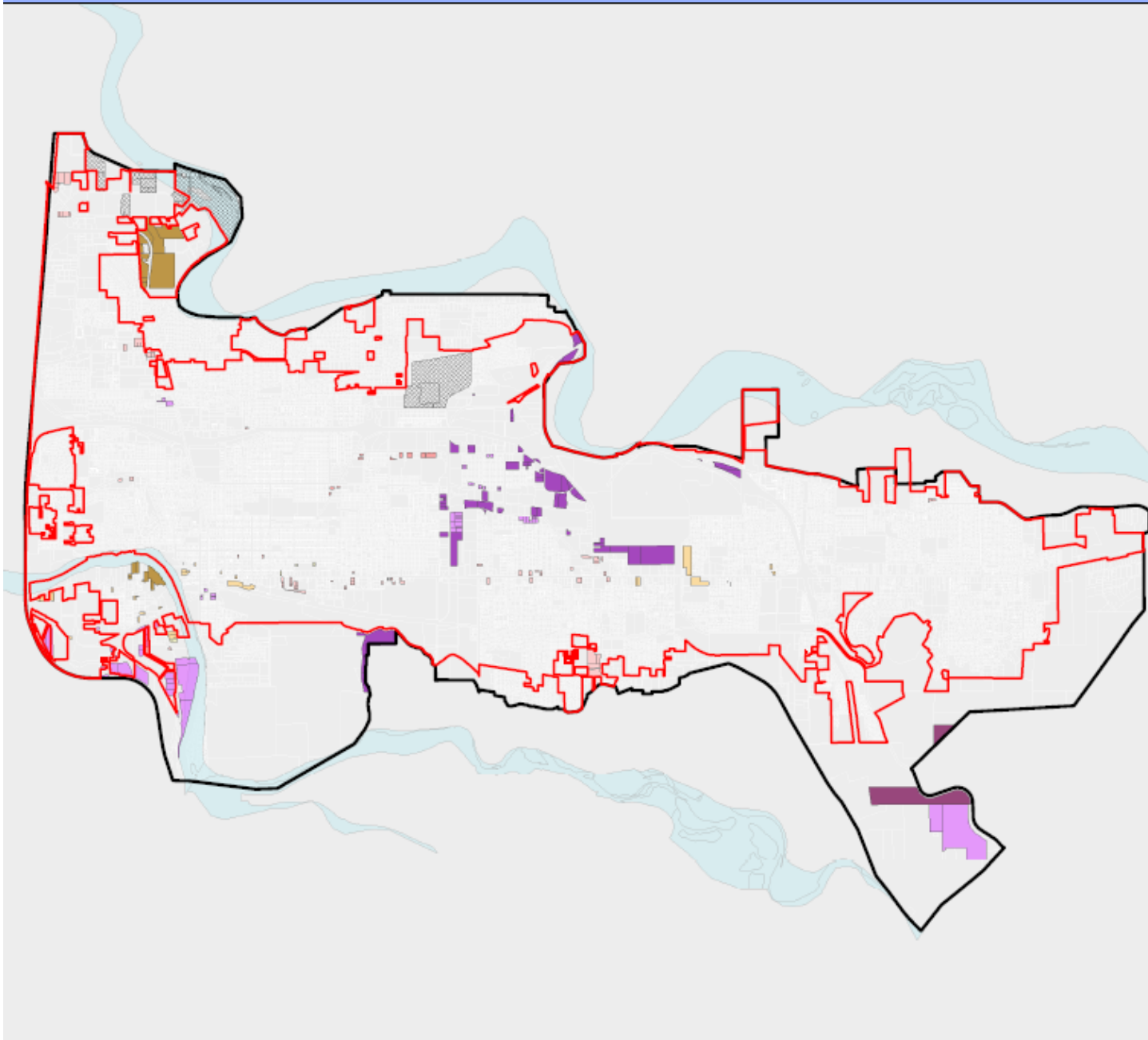
## **Development Constraints**

-  Slopes over 15%
-  Wetlands
-  Riparian Resource Areas
-  Floodway
-  Willamette River Greenway
-  100-year Floodplain

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 EDC/Northwest, August 2000






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










# **Map 2-3** **Vacant Commercial and** **Industrial Land and** **Development Constraints** **City of Springfield** **Oregon**

## **Legend**

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-  Tax Lots

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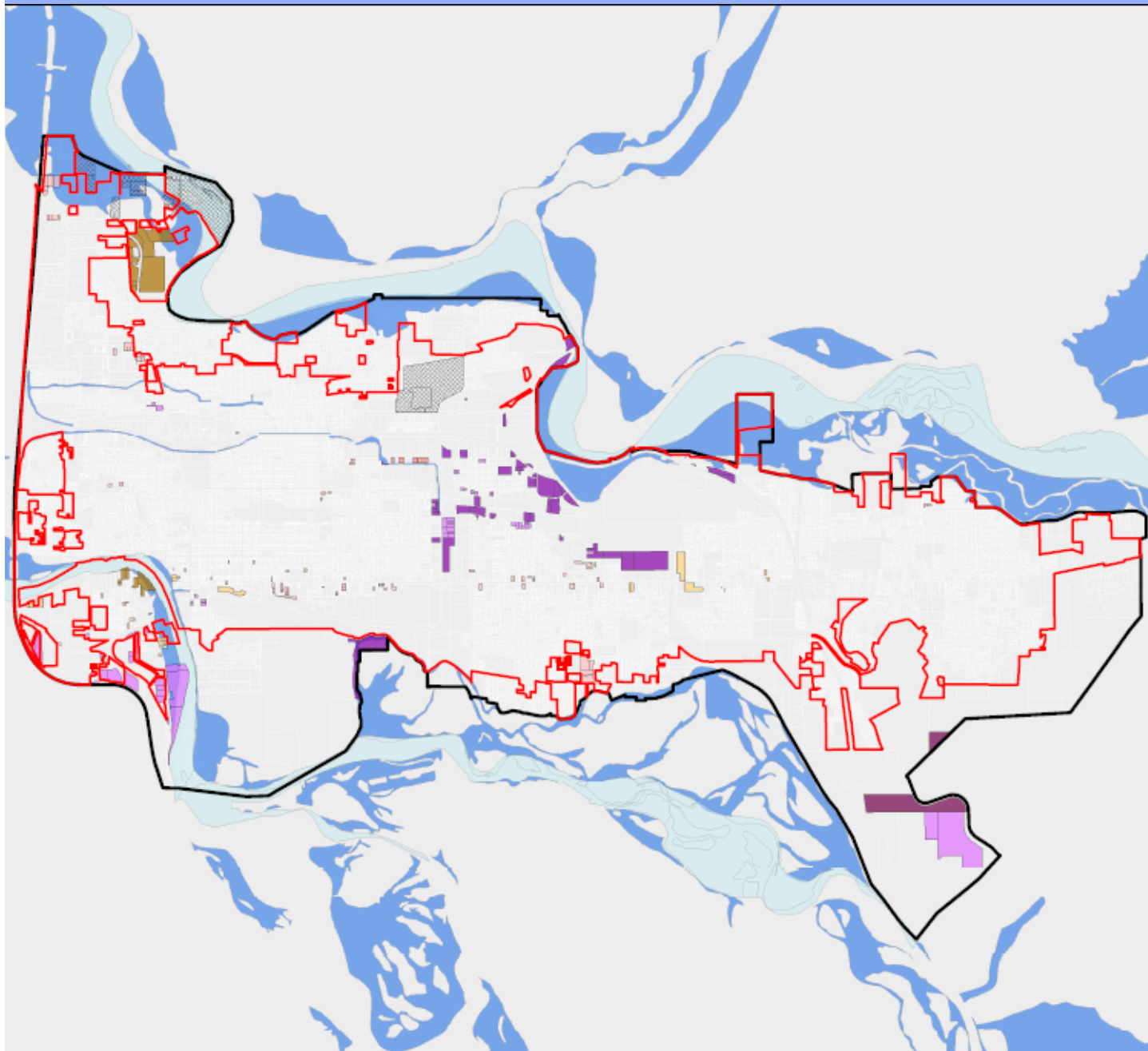
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-  Floodway
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DRAFT  
 EC Northwest, August 2006






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# **Map 2-3 Vacant Commercial and Industrial Land and Development Constraints City of Springfield Oregon**

## **Legend**

-  City Limits
-  Urban Growth Boundary
-  Tax Lots

## **Plan Designation**

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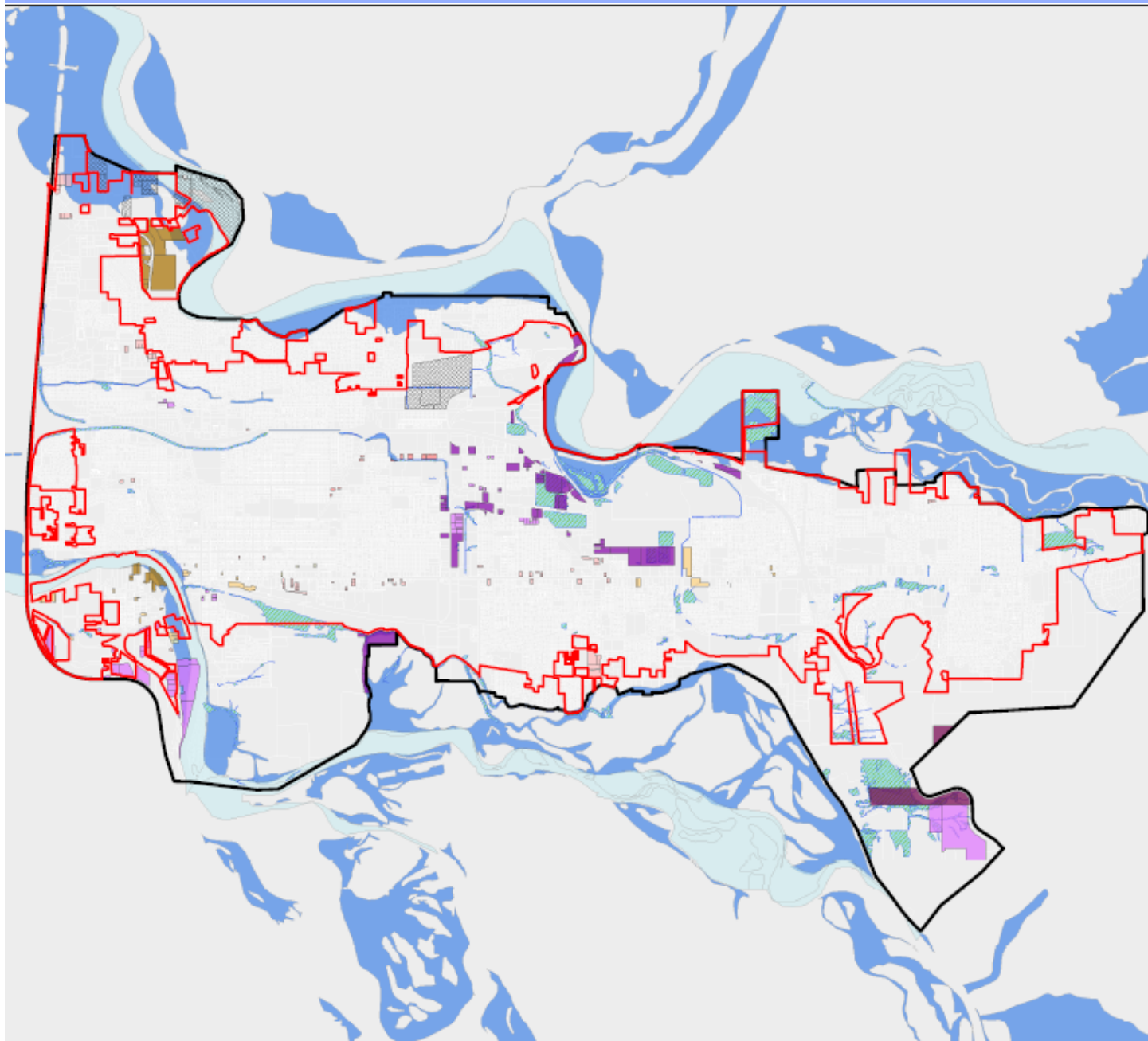
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DRAFT  
EC Northwest, August 2000



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# **Map 2-3** **Vacant Commercial and** **Industrial Land and** **Development Constraints** **City of Springfield** **Oregon**

## **Legend**

- City Limits
- Urban Growth Boundary
- Tax Lots

## **Plan Designation**

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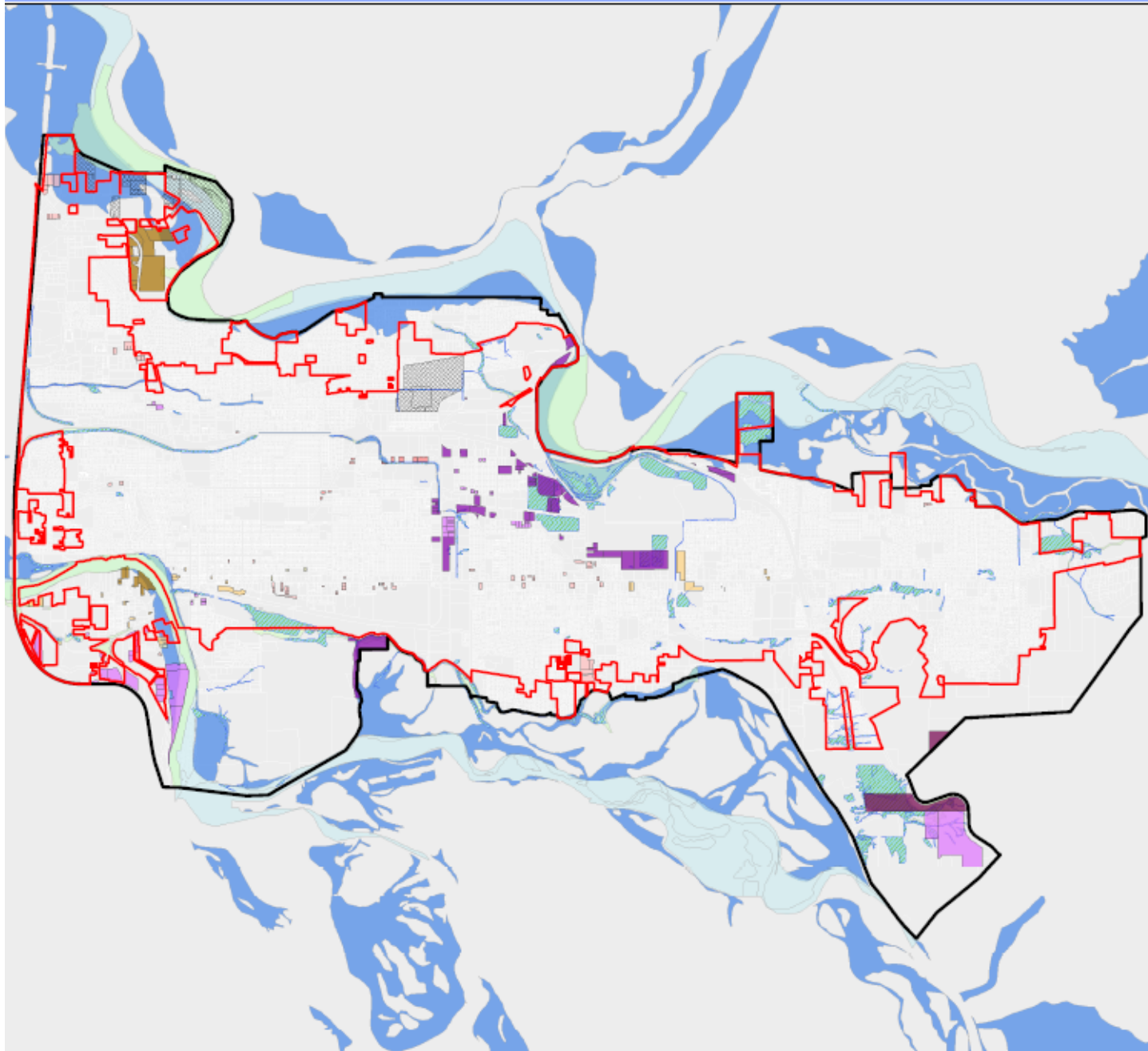
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- Floodway
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- 100-year Floodplain

DRAFT  
 EC Northwest, August 2006



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 Feet



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## **Legend**

- City Limits
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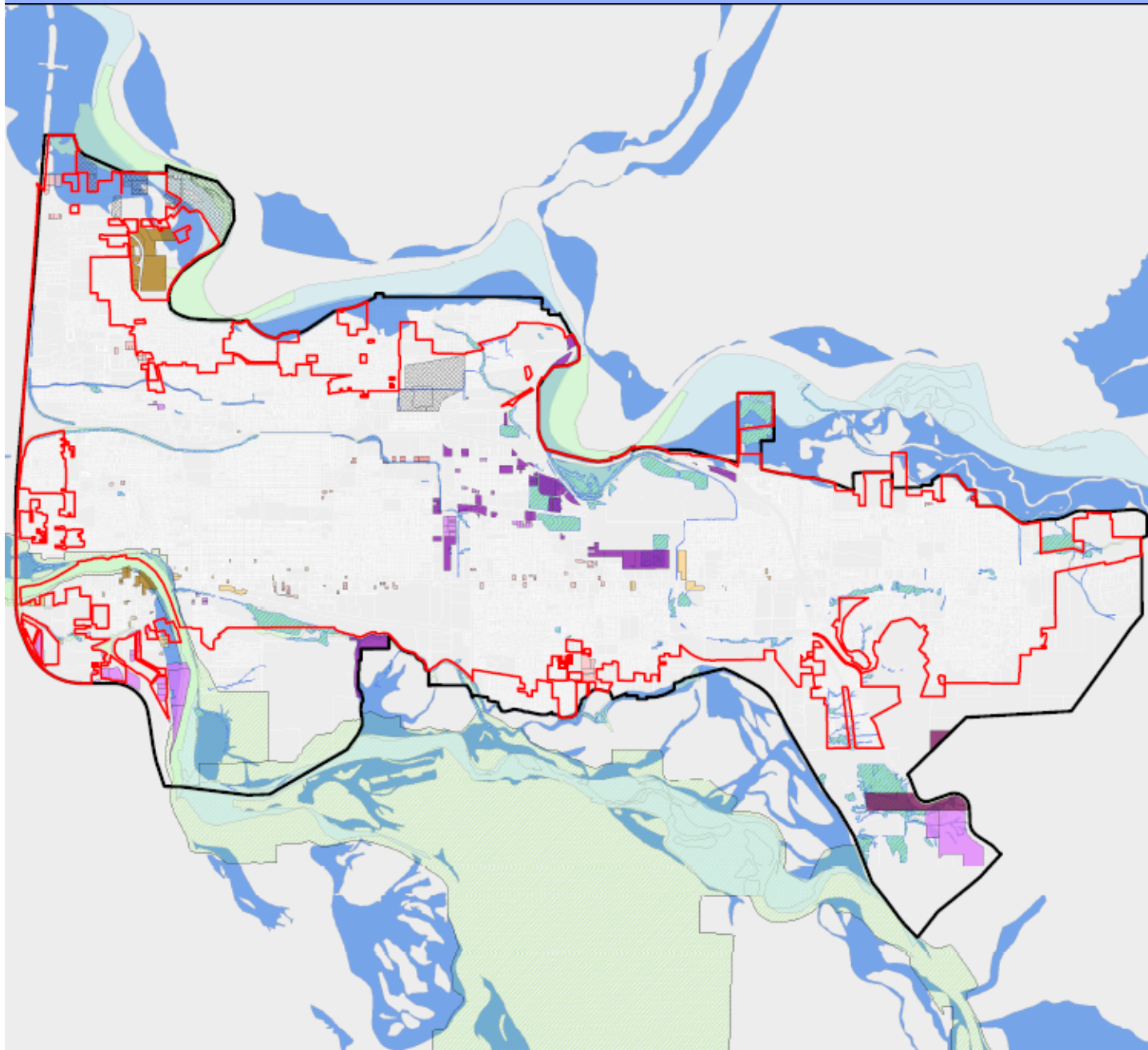
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DRAFT  
 ECKhorstwest, August 2006






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 Feet















**Map 2-3  
Vacant Commercial and  
Industrial Land and  
Development Constraints  
City of Springfield  
Oregon**

**Legend**

-  City Limits
-  Urban Growth Boundary
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DRAFT  
EC Northwest, August 2006



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Feet

# TAC Recommendations about Constraints

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- Make these assumptions about the effect of constraints:
  - Absolute constraints that are removed from the inventory: floodway, riparian corridors, most wetlands, and most slopes over 15%
  - Partial constraints that make development more complicated: floodplain, Willamette River Greenway, and BPA easements

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# Economic Opportunities Analysis

# Key Employment Trends Affecting Employment Growth

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- Changes in Lane County employment between 1980 and 2007
  - Services increased from 23% to 42%
  - Retail decrease from 21% to 13%
  - Manufacturing decrease from 20% to 13%
  - Government decrease from 20% to 16%

# Employment Growth Opportunities

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- Medical services
- High-tech
- “Green” businesses
- Small scale manufacturing
- Professional and technical services
- Specialty food processing
- Tourism
- Call centers
- Back-Office functions
- Corporate headquarters
- Services for residents and seniors
- Government and public services

# Employment Growth 2010-2030

- Nearly 13,500 new employees

Building Type	2010		2030		Change 2010 to 2030
	Employment	% of Total	Employment	% of Total	
<b>Industrial</b>					
Warehousing & Distribution	2,954	7.0%	3,343	6.0%	389
General Industrial	6,457	15.3%	7,523	13.5%	1,066
<b>Commercial</b>					
Office	12,561	29.7%	17,274	31.0%	4,713
Retail	7,709	18.2%	9,752	17.5%	2,043
Medical & Government	12,603	29.8%	17,831	32.0%	5,228
<b>Total</b>	<b>42,284</b>	<b>100.0%</b>	<b>55,723</b>	<b>100.0%</b>	<b>13,439</b>

# Assumptions about Employment Infill

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- Some new jobs will not need employment land
- New jobs that will locate on non-employment land
  - 1,918 new jobs
  - 14% of new jobs
- New jobs that will locate in existing built space
  - 1,344 new jobs
  - 10% of new jobs
- 3,626 or 24% of new employment will not require buildable land
- 10,177 new jobs will require employment land

# Long-term Site Needs

- Based on current distribution of firm and site size

	Site Size (acres)						Total
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50	Greater than 50	
Total Employment	2,170	1,148	1,153	1,979	1,454	2,273	10,177
Average Employees per Firm	12	30	39	101	594	1,432	
Needed Sites based on historic employment patterns	181	38	30	20	2	2	273
Range of needed sites	180 to 250	40 to 70	30 to 60	20 to 45	3 to 6	2 to 4	295 to 435



# Long-term Site Needs

- Majority of sites smaller than 5 acres
- 8 sites larger than 20 acres

Building Type	Site Size (acres)					Greater than 50	Total Sites
	Less than 1	1 to 2	2 to 5	5 to 20	20 to 50		
Warehousing & Distribution			3	5	1		9
General Industrial	5	7	10	11	3	3	39
Office	100	20	20	5	1		146
Retail	70	15	10	4			99
Medical & Government	50	18	5	5			78
<b>Total</b>	<b>225</b>	<b>60</b>	<b>48</b>	<b>30</b>	<b>5</b>	<b>3</b>	<b>371</b>

## But how much land does Springfield need?

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We can't yet provide a definitive answer...

- It depends on assumptions about land capacity from:
  - Infill
  - Redevelopment
- However, it appears the City has a deficit of larger sites

# TAC Recommendations for Assumptions about Land Capacity

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- Infill Assumptions
  - Assume that 14% of new jobs will locate on non-employment land
  - Assume that 10% of new jobs will locate in existing built space
- Use the proposed redevelopment assumptions with the following changes
  - Discount redevelopment potential along Highway 126 outside of downtown because of ODOT's requirements for development

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# Comments Received to Date

# Comments on the EOA

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1. Potential for employment in call centers: region may accommodate up to 3,000 more jobs
2. Need for large mfg sites: Lost 10 opportunities in 2008 because of lack of sites 50-200 acres
3. Need for land-use buffers with industrial sites: Problems with existing industrial uses and compatibility

# Comments on the EOA

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4. Redevelopment assumptions: Some sites may be redevelopable but have artificially low land value
5. CIBL Committee's contribution to EOA: Not clear how Committee's work has influenced EOA.

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# Next Steps

# OAR 660-024-0050(4)

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“If the inventory demonstrates that the development capacity of land inside the UGB is inadequate to accommodate the estimated 20-year needs... the local government must amend the plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the city or by expanding the UGB, or both, and in accordance with ORS 197.296 where applicable. Prior to expanding the UGB, a local government must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB. Changes to the UGB must be determined by evaluating alternative boundary locations consistent with OAR 660-024-0060.”



# Alternatives Analysis

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- Must evaluate alternatives, including land efficiency measures and alternative boundary locations
- Must start with highest priority and work down (e.g., consider exceptions areas first)
- Application of Goal 14 criteria
- Can consider land that is not adjacent
- Can consider site requirements
- Must include a map of alternatives considered
- Can consider costs, advantages and disadvantages of public services

# Boundary Location

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- The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298 and with consideration of the [Goal 14] factors.
- Implication: All land adjacent to the UGB must be considered in the alternatives analysis

# ORS 197.298

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## UGB expansion priorities:

1. Urban reserve areas (Springfield does not have urban reserves)
2. Exceptions areas
3. Marginal lands (Lane County is a marginal land county)
4. Resource lands

# Goal 14 factors

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1. Efficient accommodation of identified land needs
2. Orderly and economic provision of public facilities and services
3. Comparative environmental, energy, economic and social consequences
4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB

# Process Steps

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- Finalize EOA and land need estimates
- Identify UGB expansion study areas  
(including all areas adjacent to UGB, except Eugene UGB)
- Solicit requests for inclusion from property owners
- Use ORS 197.298 and Goal 14 factors to conduct “first cut” elimination

## Process Steps (cont.)

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- Apply any “special” site needs criteria
- Conduct more detailed evaluation of Goal 14 criteria
- Select preferred alternative